6A. PUBLIC FACILITIES

INTRODUCTION:

The anticipated economic and population growth of Culpeper County will require an increased level of public services. More population will mean demand for more schools and for more recreation facilities. Economic growth will require expanded utilities, improved fire and rescue protection and coordination with the business community. The purpose of the Public Facilities Plan is to assess the current and future public service and facility needs and provide a plan for addressing these needs in an efficient and cost effective manner.

The County's public facilities must be carefully coordinated with land use and transportation plans to integrate the provision of services with anticipated growth, revenues, and available funding. The principal goals of the adopted Comprehensive Plan regarding the provision of public facilities and utilities are:

- Provide community facilities to serve existing and new development in an efficient and cost effective manner;
- Provide emergency services and law enforcement facilities to protect citizens and allow them to enjoy a safe and secure environment;
- Promote an integrated public information system for the County, supporting the education and enrichment of all of its citizens;
- Serve the recreational needs of the community through a comprehensive system of recreational facilities; and
- Provide facilities for a system of high quality educational opportunities that meet the future educational needs of all citizens;

It must be recognized that areas of the County are different and levels of service within these areas will vary. Where possible, current and future needs should be addressed through existing facilities. Where this is not possible, new facilities can be constructed. By identifying where public schools, water or sewer lines, fire and rescue stations, and other improvements should be constructed, the County can encourage development in appropriate areas and discourage development in inappropriate areas. "Appropriate" in this instance means consistent with adopted policies, including fiscal goals. Coordination of County land use, transportation and public facilities development is the key to providing equitable, efficient, and cost effective government services for current and future County residents.

Created in concert with other County departments, the *Public Facilities Plan* recommends the general timing and location of future County facilities based on desired service levels. It is designed to function as a needs assessment supporting the establishment of specific project priorities through the annual Capital Improvement Program.

A comprehensive approach integrates facility needs, siting criteria, and design issues with adopted land use plans and other planning concerns. The Plan will guide the acquisition of public facility sites through the rezoning process and advance purchase or optioning. The Public Facilities Plan does not address funding availability, debt capacity, or other financial concerns; nor does it address facility components, equipment, building design, and numerous other factors best left to the expertise of the operating departments. In addition, the location recommendations are general and should not be interpreted as site specific.

This plan is one element of the Culpeper County Comprehensive Plan. As with all components of the comprehensive plan, it is intended to function as guide for decision-makers; flexibility is required when fundamental conditions change or analysis based on new data reaches differing conclusions. The comprehensive plan and each of its components should be reviewed and, if necessary, updated periodically based on new data and analysis.

Relationships to the Comprehensive Plan and County Growth Management Strategy:

The adoption of the Public Facilities Plan as part of the County's Comprehensive Plan will provide an important implementation tool for the County's overall growth management strategy. Articulated through the recommendations of the Comprehensive Plan, this strategy encourages sustainable and orderly growth in designated areas of the county while supporting the overall needs and aspirations of the community.

A key aspect of the growth management strategy involves the appropriate timing and location of future land development. Map 6A.1 divides the county into thirteen distinct analysis zones, identifies the 2000 population in each zone, and highlights areas planned for residential development.

The highlighted development areas encompass identified growth areas that are detailed in other chapters of the Comprehensive Plan. These areas usually define the area within which water and sewer services will be provided, either by the County, the Town or by the development community. Outside of these areas, the County will encourage more efficient use of the land while preserving the rural character, with limited investment in public services and infrastructure.

Relationship to the Capital Improvements Program:

The County's annual Capital Improvement Program (CIP) addresses short-term facility planning. The CIP proposes a specific schedule for acquisition, development, enhancement or replacement of public facilities, over a five (5) year period. It shows the arrangement of selected projects in priority order, and establishes cost estimates and anticipated funding sources. The Public Facilities Plan is far more general in nature.

Organization

The Public Facilities Plan is organized into three (3) sections: 1) Public Schools; 2) Parks and Recreation; 3) Fire and Rescue Services.

In preparing the Public Facilities Plan, each of the above categories will be addressed in terms of existing conditions, evaluation criteria, future expectations and future plans. In this

way the Plan will provide a baseline for future planning, evaluating existing development policies and creating new policies where appropriate.

General Evaluation Criteria

An evaluation of existing public facilities and a determination of needs for future facilities involves several related criteria. These criteria cannot be absolute or static because particular needs and existing conditions vary greatly throughout the County, and may change over time.

1.) Location

Location must be considered in relation to various elements of the Comprehensive Plan, such as existing and future population distribution, zoning, major transportation arteries, topography, and utilities. A centralized location is required for facilities that provide services to intermittent visitors where a time and distance factor is not critical. Decentralized locations are desirable for facilities that serve day-to-day needs of citizens and where a time and distance factor becomes more important.

2.) Accessibility

The site should be accessible to major transportation routes providing the best possible access to the greatest number of citizens expected to use the facility.

3.) Proximity to Related and Supporting Facilities

There are advantages to the grouping of related central-type facilities within one complex or area. Convenience to the public is thereby enhanced, operational economy is achieved, and less land is required to provide shared facilities such as parking. Some facilities are also more effective when located adjacent to a business district or shopping center, thereby assuring the greatest convenience to the largest number of people. Public facilities should not be located in the very heart of the retail core, but preferably near periphery of the commercial concentrations.

4.) Condition and Obsolescence Assessment

The present state of repair for particular facilities needs to be determined. Existing building space arrangements and special mechanical equipment requirements to meet the function needs of the facility must be considered. The operational efficiency of the facility and its possible adaptation to change or enlargement are factors that must be reviewed to determine the relative obsolescence of the building plan. Poor condition and high levels of obsolescence may indicate a need for replacement.

5.) Capacity in Relation to Present and Future Utilization

The current level of performance of any particular service or function must be related to optimum present and future utilization. Increased demands for services will typically require increased staff and equipment resources with a corresponding need for additional space.

6.) Site Adequacy

The site for each building should be adequate to provide for: (a) the space needs of the building and any probable future additions, (b) parking space for vehicles of both visitors and employees, and (c) sufficient landscaped open space for a satisfactory and pleasing appearance, and for appropriate environmental protection.

7.) Architectural Quality

A measure of usefulness is also contained in the building's ability, by its appearance and arrangement, to inspire higher civic achievement in those who see it or in those who work within its confines. An unattractive building is either a mistake or a monument to indifference, while an architecturally attractive building is a reflection of cultural attainment and a credit to the County citizens.

8.) Support of Adopted Planning Policies

The proposed project should support adopted County policies and plans. Without reference to an overall framework for development of the County, projects can be inconsistent and counterproductive. If a project appears justified, even though it is not consistent with adopted policies, then a change in policy may be warranted; and should be proposed and reviewed through the planning process.

9.) Cost Efficiency

New projects should be shown to be cost effective in technical design and/or justified by the public benefits outweighing the public costs. This allows the maximum use of existing capacity or services, with potential expansion when justified by the costs as well as need.

Public Facilities Plan Map

Proposed facilities which form an integral part of the County's future land use pattern are shown on various Public Facilities Plan Maps; these include the schools, parks and recreation facilities, and fire and rescue station sites needed to provide services. Only general locations are indicated on the maps. The locations of public services, such as water and sewer systems, are identified within the Water and Sewer Master Plan.

Key Objectives of the Public Facilities Plan

The Public Facilities Plan should serve as the foundation for future decisions concerning the location and expansion of public facilities. In making these decisions, the following objectives should be considered:

- Locate new facilities to provide convenient service to the greatest number of residents consistent with contiguous land uses.
- Construct or expand facilities in accord with established level of service standards.
- Help guide future growth by coordinating the location of public facilities with recommendations in the County's Comprehensive Plan.
- Use the plan as a general guide for the County's Capital Improvements Program.
- Ensure equitable distribution of public facilities between established and newly developing areas of Culpeper County. Consider existing facility maintenance or replacement needs in already developed areas of the county.
- Mitigate the impact of public facilities on adjacent planned and existing land uses.
- Acquire sites for future public facilities as soon as possible, ideally obtaining property for facilities many years before there is a need to build.
- Use the recommendations of the plan, where feasible, to develop multiple use locations (i.e., joint park/school sites).
- Use the recommendations of this plan to determine whether proposed public facilities

are substantially in accord with the Comprehensive Plan, as required by state law.

Methodology

Detailed demographic information provides the basis for the demand analysis included in the Public Facilities Plan. Key building blocks include countywide population projections to the year 2020 and school enrollment projections. These projections were derived from a detailed analysis of numerous factors affecting development potential in the county, including adopted land use plans, approved zoning, environmental constraints, and subdivision activity.

Through demographic analysis, this plan provides insight to these questions:

- What growth will occur in the County during the next 15 years?
- How will the future population be distributed?
- What new public facilities will be needed and where should they be located?

Review

The Public Facilities Plan will be reviewed periodically by the Planning Department to determine if changes in annual population projections or other factors warrant revision of the recommendations.

Table 1
Projected Population Growth
Culpeper County

| Year | Population-County Only | County and Town |
|------|------------------------|-----------------|
| 1995 | 22,565 | 31,200 |
| 2000 | 24,598 | 34,262 |
| 2005 | 30,127 | 42,238 |
| 2010 | 35,655 | 50,213 |
| 2015 | 39,748 | 56,490 |
| 2020 | 43,841 | 62,766 |

PUBLIC SCHOOLS

Introduction:

The Culpeper County Public School System offers a comprehensive program for grades K-12. The instructional program offers a range of fine arts, career and technical programs. English as a second language, special education and alternative education programs also serve our diverse population of students. The school system receives funds through Federal Budget Program Titles I, II A and D, III, IV, V and VI B. These funds are used in accordance with guidelines of each Title Program.

The Culpeper County Public School System has 5 elementary schools, grades K-5; 2 middle schools, grades 6-8; and 1 high school, grades 9-12. During the 2003-04 school year, 2,844 elementary students, 1,560 middle school students and 1,788 high school students were enrolled in the school system. These 6,192 students were housed in 5 elementary schools 2 middle schools, and 1 high school buildings. Figures for the 2004-05 school year are shown in Table 2, below.

The following charts display the design capacities of the existing county schools, and projected enrollment. While these charts show design capacity, it is important to note that the design capacity and the program capacity of our schools yield two different numbers. Special programs such as Title I and special education allow for fewer students in a classroom than other programs may. Computer labs, art rooms, vocational education rooms and fine art rooms are examples of spaces that are designed for the success of specific programs. One should expect the program capacity of a school to be significantly less than the design capacity, particularly in the higher grades.

Table 2 2004 / 05 School Enrollment

| School | 2004/05 Enrollment | | |
|---------------------------------|-----------------------|------|---------------|
| Elementary | | | |
| A. G. Richardson | 616 / 594 | 650 | 34 / 56 |
| Emerald Hill | 833 / 800 | 800 | (33) / 0 |
| Farmington | 385 / 346 | 450 | 65 / 104 |
| Pearl Sample | 528 / 619 | 650 | 122 / 31 |
| Sycamore Park | 530 / 521 | 650 | 120 / 129 |
| Sub-Total Elementary | 2892 / 2880 | 3200 | 308 / 320 |
| Secondary F. T. Binns | 821 / 818 | 800 | (21) / (18) |
| Culpeper Middle | 775 / 783 | 1100 | 325 / 317 |
| Culpeper High | 2014 / 1918 | 1500 | (541) / 418 |
| Sub-Total Secondary | 3610 / 3519 | 3400 | (210) / (119) |
| Total All Schools | 6502 / 6399 | 6600 | 98 / 201 |

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Table 3 2005 / 06 Projected School Enrollment

| School | Projected 2005/06 Enrollment | Capacity | Enrollment vs. Capacity |
|-------------------------|------------------------------------|----------|----------------------------|
| Elementary | | | |
| A. G. Richardson | 648 | 650 | 2 |
| Emerald Hill | 889 | 800 | (89) |
| Farmington | 389 | 450 | 63 |
| Pearl Sample | 535 | 650 | 115 |
| Sycamore Park | 541 | 650 | 109 |
| Sub-Total Elementary | 3000 | 3200 | 200 |
| Secondary | | | |
| F. T. Binns | 874 | 800 | (74) |
| Culpeper Middle | 796 | 1100 | 304 |
| Culpeper High | 2203 | 1500 | (703) |
| Sub-Total Secondary | 3873 | 3400 | (473) |
| Total All Schools | 6873 | 6600 | (273) |

Summary:

- Enrollment in Culpeper County Schools is expected to increase by 4.65 percent for 2005-06.
- The architectural firm VMDO was contracted to perform a detailed facility needs study.
 VMDO prepared detailed enrollment projections and has outlined a building plan for the County schools for the next 20 years.
- The high school is beyond its design capacity by approximately 418 students in 2004-05. To accommodate a status quo instructional program at the high school level in 2005-06, a minimum of 12 new classrooms are needed.

Future Expectations:

The value of long-range planning must not be overlooked in the struggle to keep pace with the immediate needs in an ever-expanding system. While an overall population estimate and distribution pattern may prove to be accurate in the long-term, the actual timing of development in a given area may be difficult to predict. Because of this and the limits of funding, school administrators tend to avoid acquiring new school sites until actual residential

development is underway. Using a long-range plan as a guide to site acquisition in advance of development would likely not result in a significant fiscal loss to the public since the property can almost always be sold at a profit. The value of acquiring strategically located sites for a facility such as an elementary school, as far in advance as possible, can hardly be disputed. Projected enrollments by school (elementary, middle & high) listed below were prepared by VMDO Architects for the School Administration and are displayed in the following chart:

Table 4

| | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 |
|-----------------------|-------|-------|-------|-------|-------|-------|-------|
| Elementary (K - 5) | 3,272 | 3,272 | 3,565 | 3,905 | 4,032 | 4,032 | 4,126 |
| Middle School (6 - 8) | 1,817 | 1,817 | 1,969 | 2,146 | 2,212 | 2,212 | 2,261 |
| High School (9 - 12) | 2,177 | 2,177 | 2,351 | 2,553 | 2,629 | 2,629 | 2,685 |

The chat shown above represents the 2-year mean plus a 1.0 ratio – cumulative, which combines the cohort survival analysis for the years 2003, 2004, and 2005 with the student to housing unit ratio analysis for 2006 to 2012.

Facility Design and Location Standards

Location Criteria

The goal of the school system is to provide for the highest quality education for students in the County in the most cost-effective manner. The following objectives should be considered when locating future schools:

- Provide new facilities to adequately and equitably serve all areas of the county.
 Schedule school construction to relieve overcrowding and respond to new growth when it occurs.
- Provide up-to-date learning facilities including advanced computers and related technology improvements commensurate with at least the state-wide averages.
- Coordinate school site planning and development with the Parks and Recreation Department in order to maximize community recreational facilities.
- Obtain optimal locations and minimize costs through advance acquisition of suitable sites.
- Provide locations for new schools that minimize travel distance for current as well as future students.
- Elementary and Middle schools should be located within residential neighborhoods; site design should minimize impacts of the recreational areas on adjacent residences. These schools should be located out in the community in areas of concentrated growth.
- High Schools should not be located within residential neighborhoods. They should be located along collector roads and streets, with principal access not through residential neighborhoods. Where they are adjacent to neighborhoods, active recreational areas and parking lots should be oriented away from the neighborhoods, toward more intense uses. Sports facilities and their parking areas should be buffered from existing, nearby homes. High schools should generally be centralized near the Town of

Culpeper in close enough proximity to each other to allow for some sharing of faculty and facilities.

 Pursue acquisition of school sites in projected growth areas of the county as jointly identified by County's Department of Development, Planning Commission, and the Board of Supervisors.

Design Criteria:

The following are recommended design criteria, acreage, and facility standards to provide a consistent, equitable and cost effective countywide public school system. These standards are set high. Smaller site sizes will be adequate in some instances.

Elementary Schools

- Sites should average in size from 20-35 acres depending on the full educational needs, desired community recreation needs, as well as all engineering, zoning and other requirements established or desired by the School Board or County Board of Supervisors.
- Buildings should be a minimum of 80,000 square feet accommodating 700-800 students, with a desirable class size limit of 22 students.
- A multi-use/gymnasium facility should be provided at each school, sized to accommodate a regulation basketball court, bleachers or other seating arrangements, restroom facilities, and storage rooms.
- Outdoor facilities should include the following community use facilities:
 - 1. One (1) Little League/Softball Field with a 200 foot playing area with fences for a backstop and dugouts.
 - 2. One (1) Soccer/Football Field with minimum dimensions of 65 yards x 120 yards.
 - 3. Restroom access.
 - 4. Public Access Playground.
 - 5. Parking adjacent to facilities.

Middle Schools

- Sites should range in size from 50-80 acres depending on the full educational needs, desired community recreation needs, as well as all engineering, zoning and other requirements established or desired by the School Board or County Board of Supervisors.
- Buildings should be a minimum of 120,000 square feet accommodating 800-850 students with a desirable class size limit of 25 students.
- A multi-purpose room/gymnasium should be provided at each school sized to accommodate a regulation basketball court, bleachers, restroom facilities, storage room, and locker rooms.
- Outdoor facilities include the following community use facilities:
 - 1. Two (2) Little League/Softball Fields with a 200-foot playing area with fences for a backstop and dugouts.
 - 2. Two (2) Soccer/Football Fields with a minimum dimension of 70 yards x 130

yards. One (1) with lights.

- 3. Access to restrooms.
- 4. Tennis Courts/Basketball Courts.
- 5. A Public Access Track.
- 6. Parking adjacent to facilities.

High Schools

- Sites should range in size from 80-120 acres depending on the full educational needs, desired community recreation needs, as well as engineering, zoning and other requirements established or desired by the School Board or County Board of Supervisors.
- Buildings should be a minimum of 260,000 square feet accommodating 1,500-1,800 students with a desirable class size limit of 25 students.
- In addition to the main gymnasium, a second gym (auxiliary gymnasium) should be provided at each high school sized to accommodate a regulation basketball court, bleachers, restroom facilities, storage room and locker rooms.
- Outdoor facilities to include the following community use facilities:
 - 1. Two (2) Regulation Baseball Fields with fully enclosed playing area. One (1) with lights.
 - 2. Two (2) Softball Fields with fully enclosed playing area. One (1) with lights.
 - 3. Access to restrooms.
 - 4. Tennis Courts/Basketball Courts.
 - 5. A Public Access Track.
 - 6. Parking adjacent to facilities.
 - 7. One (1) Regulation Football/Soccer Field with stadium.
 - 8. Three (3) Multi-Purpose Football/Soccer Fields with minimum dimensions of 70 yards x 130 yards.

Based on student population projections and given the existing design capacities of schools, the following are considerations for elementary, middle and high school facilities. The following short-term project considerations are based on a School Board commissioned study. These projects will meet the needs of the school division into the future as far as 2010 – 2011. However, additional analysis of alternatives will be needed to meet the projected needs beyond FY 2010.

Short-Term Needs: 2005 - 2010

Elementary Schools

- 1. Renovate Sycamore Park Elementary School ~ Begin planning in 2005, design in 2006, complete by 2008.
- 2. Construct a new 600-student elementary school in 2008 ~ Begin planning 2 3 years in advance.

Middle Schools

None

High Schools

- 1. Open new high school in 2007. Planning is under way.
- 2. Renovate existing high school in 2007. Planning is under way.

Long-Term Needs: Beyond 2010

School enrollment projections to the year 2013 have been made for the Culpeper County School Board. Their projections are displayed in the following chart:

Table 5

| School Year | Projected Student Enrollment |
|-------------|------------------------------|
| 2006 | 7,162 |
| 2007 | 7,162 |
| 2008 | 7,660 |
| 2009 | 8,360 |
| 2010 | 8,650 |
| 2011 | 8,650 |
| 2012 | 8,850 |
| 2013 | 9,071 |

Target Areas for Potential Future School Sites:

The following Map Nos. 2, 3, and 4 designate target areas for future school sites. These are very general in nature. They are based upon road access, proximity to projected growth areas, and the location of existing schools. The siting of future schools should be undertaken on a case-by-case basis using the target areas only as a guideline. Location of a new school outside of the target areas shall not be precluded by this Plan.

Parks and Recreation

INTRODUCTION:

This plan combines leisure and recreational objectives with the suitable locations necessary to provide a broad-based recreation and open space program. Parks and recreation facilities provide visual relief from concrete and pavement, make surroundings more habitable, and preserve and protect natural and historical resources. These facilities provide varying recreational opportunities for people of all ages, income levels, cultural groups and physical abilities. As Culpeper County continues to grow, the significance of parks and recreation planning, acquisition and development increases. This chapter provides detailed standards, criteria and policies for provision of recreation facilities.

The County's Department of Parks and Recreation is responsible for operating and maintaining all local parks and recreational programs. This Department sponsors a number of organized activities including baseball, softball, soccer and football teams, cheerleading squads, and a variety of classes and programs. Due to the popularity of organized sports teams, the staff has identified a need for additional playing and practice fields. Future park development in the County will be aimed at meeting these needs when possible.

Culpeper County is fortunate to have the Phelps Wildlife Management Area encompassing 343 acres within the County to serve some of the passive recreation needs. The Town of Culpeper owns and operates two major park facilities – Yowell Meadow Park and Mountain Run Lake Park. Mountain Run Lake and Lake Pelham serve as valuable recreational resources. Boating and fishing are popular in these lakes as well as in the Rappahannock and Rapidan Rivers. These two rivers combine to make up over 80 miles of Culpeper County's borders. The Cedar Mountain and Brandy Station Battlefields are privately owned, however they are accessible by the public and trails are in development at the Brandy Station site.

The County Parks and Recreation Department should continue to strengthen its cooperative relationship with the school system in the design, development, use and maintenance of school recreational facilities. This relationship is critical in the overall delivery of park and recreation facilities countywide. Elementary, middle and high schools provide for recreation space available for after school community use. The school utilization policies should be looked at closely and on an ongoing basis, for additional after school community-use opportunities since they have the possibility of representing a significant proportion of available acres of recreational land.

MISSION STATEMENTS

The following mission statements have been established for these entities that are essential in providing recreational opportunities for the citizens of Culpeper County.

The Board of Supervisors of Culpeper County

The Board shall endeavor to provide appropriate resources to facilitate the creation and development of quality and innovative recreational facilities and

programs, parks and open spaces, leisure opportunities, and cultural and historical preservation and programming. By pursuing this Mission, the Board intends to enhance the quality of life and the individual and family well being of the citizens of Culpeper County, and to foster community pride.

• The Culpeper County Department of Parks and Recreation

The Department of Parks and Recreation is dedicated to the enhancement of the quality of life in Culpeper County, assuring a sense of community, and providing leisure services to county citizens of all ages. The Department shall establish and maintain the highest level of professional standards and continuity of services for the development of parks, recreational facilities, and programs. The Department shall also endeavor to preserve cultural, historical, and environmental resources. By providing effective leadership and planning, the Department shall create partnerships with citizens, other governmental entities, and private organizations, to accomplish mutually desired goals and objectives.

• The Culpeper County Parks and Recreation Advisory Committee

The mission of the Parks and Recreation Advisory Committee is to serve as the primary body of advisors to the Board of Supervisors and the Director of Parks and Recreation on matters of recreational and facilities planning, operations and capital budget planning, parks acquisition and development, comprehensive out-year planning, and to act as a liaison with county citizens for receiving and disseminating information.

SPATIAL PARK ANALYSIS

Presently, the County owns a neighborhood park in the East Fairfax District, a community park in the Jefferson District, a special use park in the Catalpa District and property in the Stevensburg District that will serve as the site of a new district park. Each park varies in size and also provides different levels of service and amenities.

As is the case throughout the Commonwealth, walking for pleasure is the most popular recreational pastime in the area. Residents and local officials cite a need for increased hiking and walking opportunities. A comprehensive trail system is viewed as the solution to this problem. If developed with multiple uses in mind, such a system could link small communities and specific destinations, thus providing exercise options and transportation alternatives. Currently limited safe cycling opportunities might also be expanded through accommodation within a well-developed trail system.

RECREATIONAL FACILITIES

NEIGHBORHOOD PARKS
 Neighborhood parks (3-5 acres) provide for limited recreational activities convenient to subdivisions and rural areas. These parks are family oriented and generally include features such as playgrounds, courts, trails, and open space. The service area for neighborhood parks is approximately 1-3 miles.

• COMMUNITY PARKS Community Parks are larger recreation areas (10-30 acres) that provide a wide range of activities (i.e. sport fields, tennis courts, multi-use courts, open Play fields, picnic area, shelters, playground, restrooms and parking). Community Parks serve a greater geographic area than Neighborhood Parks. The service area of Community Parks is approximately 2-7 miles depending upon the degree of suburbanization or rural character of the community it serves. When possible, Community Parks should be located near village centers area, with good and convenient transportation access.

A multitude of activities must be provided by this intensive use recreational facility. A community center is often the focal point of the park. Organized activities and supervised play are administered from this point. Other activities are grouped in the surrounding area. Their location depends on the natural terrain, need for control and vehicular access. Any existing natural qualities, topography, water features, trees, etc., should be preserved as natural buffers between activity areas, as well as to protect the recreational environment from surrounding incompatible influences. These natural elements also should be used to provide a space for more passive forms of recreation such as nature walks, picnicking and fishing.

In a rural setting, this park category should take the place of the Neighborhood Park. It can better serve a widely dispersed population than two or three smaller sites. Community Parks, along with Neighborhood Parks (where applicable), should meet most of the recreational needs of the community.

• SCHOOL-COMMUNITY USE PARKS School-Community Use Parks are similar to Community Parks in that they are larger recreation areas that provide the sport fields, playgrounds, multi-purpose courts, multi-purpose rooms, restrooms and parking as basic elements of the schools but may have been increased in acreage to allow for passive as well as expanded active recreation facilities. They are designed to be jointly operated and maintained by the school system and recreation department. The service area and facility designs of the service areas that are generally comparable to community parks.

While the Culpeper County School Board's primary mission is providing for the primary education of Culpeper school children, an inherent part of the education system is physical fitness. To this end, the School Board provides multi-purpose rooms, gymnasiums, playgrounds, sport fields, tennis courts, etc. on school grounds and allowing for the use of its lands and facilities by the community through the Parks and Recreation Department affords County residents various park and recreation opportunities. The School-Community Use Park areas range in size from 1-10 acres at elementary schools, 5-40 acres at middle schools, and 15-100 acres at high schools.

• DISTRICT PARKS District Parks are large (usually 50+ acres) parks that serve a wide geographic area of the county and provide a diverse mix of facilities such as swimming pools and recreation centers (to which people are more willing to travel a longer distance) as well as the multiple facilities found within Community or School-Community Use Parks. The service area of District Parks is within up to 25 miles

depending on the level of suburbanization or rural character.

District Parks should be located near the center of their service area. They should be on or near a major collector street providing good access to the facility. The site should also be accessible by pedestrians and bicycles.

- **SPECIAL USE PARKS** Special Use Parks are highly specialized recreation areas that serve the entire county. Generally, they provide for unique activities such as skateboarding, canoeing, golf, etc. They may include amphitheaters, or other facilities generally not offered by the other park categories. These may exist independently or may be developed in combination with other parks.
 - GREENWAYS
 - Size:

Any length, preferably longer than one mile, typically 75-100 feet or wider.

- Service Area:
 - Dependent upon the location, size and significance of the corridor.
- Purpose:

Greenways are established to protect, preserve, and maintain existing natural and cultural corridors; to link population centers with recreational, educational and business areas and other populations centers; and to provide recreational and non-motorized transportation opportunities along these corridors by using natural features (ridge lines, steep slopes), utility rights-of-way, abandoned railroad rights-of-way, and watercourses (streams, rivers, canals, etc.)

Character:

Depending on the location, it can range from rugged terrain with scenic views and extensive vegetation to open level meadows. The greenway can be a separate entity or a portion of any of the other park categories.

STANDARDS:

Acres Per 1,000 Population

Utilizing an acres per 1,000 population standard balances site size with the population in its service area to assure adequate and equal service across the county regardless of varying population densities within suburban and rural areas.

It is also necessary to distinguish between active and/or developable park areas from passive and/or less developable park areas for each park. This Plan encourages both active and passive areas within each park for the overall enjoyment of our residents. In addition, passive areas within County owned parks help to manage critical open space and environmentally sensitive lands throughout the County.

PARKLAND ACQUISITION STANDARDS

The following depicts the five basic park categories in Culpeper County and their associated open space standards.

Culpeper County Park Standards

| Туре | Acres/1,000 Population | Size (Acres) | Service Area |
|----------------------|------------------------------|-------------------|--------------|
| Neighborhood* | 2 Total (1 Active/1 Passive) | 3-5 Acres | 1 - 3 Miles |
| Community | 3 Total (2 Active/1 Passive) | 10 - 30 Acres | 3 - 7 Miles |
| School-Community Use | 3 Total (2 Active/1 Passive) | Variable Acres ** | 3 - 7 Miles |
| District | 4 Total (2 Active/2 Passive) | 50+ Acres | 5 - 25 Miles |
| Special Use | Unspecified | Unspecified | County Wide |

^{*}The Neighborhood Park Standard is intended to serve as a guide for new residential developments or for determining Community and/or School-Community Use park needs.

RECREATION FACILITIES PLANNING STANDARDS

The following table sets forth standards and current and future needs for specific recreation amenities. Current needs are based upon a population of 40,000, 2010 needs are based upon a projected population of 50,213, and 2020 needs are based upon a projected population of 62,766.

^{**}School-Community Use acres are only those acres on school sites designated for recreational use. In addition, acreage and facilities should be in proportion to the school age population they serve.

RECREATION FACILITIES PLANNING STANDARDS AND INVENTORY/NEEDS ANALYSIS AS OF APRIL 1999 (Per 1000 population)

| | | | | | CURRENT | | |
|-------------------|-----------|----------------------|-----------------|-----------------------|---------|------|------|
| AMENITIES | NRPA | STATE | CULPEPER | INVENTORY * | NEEDS | 2010 | 2020 |
| Baseball (Youth) | 1: 5,000 | 1: 6,000 | 1: 4,000 | 1(T)/0(C) | 10 | 13 | 16 |
| Softball | 1: 5,000 | 1: 3,000 | 1: 4,000 | 1(T)/2(C) | 10 | 13 | 16 |
| Football | 1: 20,000 | 1: 10,000 | 1: 10,000 | 0(T)/1(C) | 4 | 5 | 6 |
| Soccer | 1: 10,000 | 1: 10,000 | 1: 8,000 | 1(T)/1(C) | 5 | 6 | 8 |
| Basketball | 1: 5,000 | 1: 5,000 | 1: 5,000 | 3(T)/1(C) | 8 | 10 | 13 |
| Swimming Pool ** | 1:20,000 | 1:20,000 | 1:20,000 | O(T)/0(C) | 2 | 3 | 3 |
| Hiking Trails | - | 2mi.: 1,000 | 2mi.: 1,000 | 1mi.(T) / 2mi.(C) | 77 | 100 | 126 |
| Volleyball | 1: 5,000 | 1: 1,000 | 1: 5,000 | 0(T)/1(C) | 8 | 10 | 13 |
| Tennis | 1: 2,000 | 1: 2,000 | 1: 2,000 | 2(T)/6(C) | 19 | 25 | 31 |
| Skateboard Park | - | - | 1: 50,000 | 1(T)/0(C) | 1 | 1 | 1 |
| Hockey Rink | - | - | 1: 10,000 | 0(T)/1(C) | 4 | 5 | 6 |
| Playgrounds *** | - | - | 1: 5,000 | 7(T)/3(C) | 8 | 10 | 13 |
| Shelters | - | - | 1: 8,000 | 4(T)/2(C) | 5 | 6 | 8 |
| Picnic Units **** | | 10 units / 1,000**** | | 4(T)/5(C) | 39 | 50 | 63 |

^{*} Inventory = Town & County

INVENTORY

Community Inventory ~ Existing recreation Facilities in Culpeper County

Town:

Yowell Meadow Park

(2 Little League Fields, skateboard park, volleyball, walking trail, 1 basketball court, 4 tables and shelters, bathroom facilities, 3 multi-use fields)

Kesner wayside (3 tables, picnic area)

Galbrith/Marshall Building (play structure, meeting rooms, kitchen, two bathrooms)

Culpeper Museum (interactive displays, small open instructional area)

Mountain Run Lake Park (boat ramp, fields, 3 play structures, 3 play courts, 15+ picnic tables, 5 grills, 2 horseshoe pits, porta-pots, boating, fishing, parking spaces)

Lake Pelham (boat ramp, boating, fishing)

County:

Old AG Richardson Park

(One multi-purpose field, basketball court, softball field)

Spilman Park (preschool play structure, trail/garden path, multi-purpose field, pavilion, 8 picnic tables, parking lot, porta-pot, 4 grilles)

Laurel Valley County Land Fill (future mountain bike trail and Frisbee golf course)

Culpeper Community Complex (future RT 29/Rt 666 land) (see plans)

^{**} Olympic size pool

^{***} Includes playgrounds at Schools

^{**** 1} Unit = 4 Tables

Private

Country Club of Culpeper (Four tennis courts outdoor, basketball court, outdoor swimming pool, weight room, 18- hole golf course)

South Wales (18-hole golf course)

Culpeper Tennis Center (3 tennis courts, 2 racquet ball courts, weight room, gymnastics) **Culpeper Recreation Club** (outdoor pool, weights, meeting rooms)

Hazel Lake Park (camp ground, fishing, volleyball)

State

Phelps Wildlife Management Area (hiking, fishing, boat ramp, hunting, pond, kiosks, biking, boating)

Virginia Civil War Trail (historical interpretation, signs, directions to battlefields and historical sites)

IMPLEMENTATION GOALS AND STRATGIES:

PRIORITIES

- A. Assess community needs and satisfaction
- B. Enhance facilities to meet community needs and include associated expenses
- C. Grow and diversify resources
- D. Strengthen and expand inventory of classes and programs
- E. Increase use of technology
- F. Provide training
- G. Provide therapeutic opportunities to individuals with disabilities
- H. Increase partnerships
- I. Expand marketing, promotion and outreach
- J. Expand free community programming
- K. Identify open space and design parks in each county district according to present and future population statistics and opportunity - -
- Culpeper County Parks will be developed for the enjoyment and benefit of all County residents. Facilities will be built accessible to all populations.
- All facilities will be built to established construction standards, as designated by County building codes and recreation facility standards.
- The boundaries and recreational land designation of County parks will be perpetually protected and insured.
- Culpeper County will identify environmentally sensitive and historic heritage areas and develop strategies for their protection and preservation as a critical part of their green infrastructure management and historic preservation plans.

- Culpeper County will continue to promote the protection and preservation of open space through land acquisition, conservation easements, stewardship agreements, and the development of agricultural and forestal districts.
- Over the past two years, the department has offered a variety of leisure classes, programs and activities for all age groups. From the year 2002 to 2003 there was a 56% increase in program and classes offered to the public. In 2003, the Department of Parks and Recreation provided Culpeper citizens with 107 classes and programs which entails adult leisure learning, youth and teen activities, trips, senior activities, teen and adult sports, a teen summer camp, a teen after school club and community programs. All classes and programs are self-sufficient and are revenue positive. The department also fosters partnerships with 9 intergovernmental agencies to save on taxpayer contributions by reducing duplication of services and sharing staff members. For example, the use of the Criminal Justice Service and Option's "community service workers" provide free labor for park projects. All of their efforts will be expanded.

Public water access in Culpeper County

Access to Virginia's rivers in the region should be expanded to meet water-related recreational demands. Suggested for consideration are the following:

- Additional access is needed on the Rappahannock River. Private landowners might consider developing access sites with limited facilities for canoes and kayaks. Canoein camping, picnicking and shuttle services might be offered.
- Recreational opportunities could also be pursued in the following locations:
 - 1. **Rapidan River** from its headwaters to its confluence with the Rappahannock River.
 - 2. **Hazel River** from its headwaters in Rappahannock County to its confluence with the Rappahannock River in Culpeper County.
 - 3. **Thornton River** from Sperryville to its confluence with the Hazel River.

• Trails and Greenways

Each locality should include a trail and greenway component within its comprehensive plan. Efforts should be made to integrate existing and proposed trails and greenways into a regional network designed to provide access to area resources while conserving and maximizing open space opportunities. In developing trails as transportation alternatives, it is necessary that localities work with developers and one another to assure that trails actually link users with destinations, not simply provide walking loops within neighborhoods.

Trail / Greenway proposals for this region include:

• The development of a Rappahannock River Trail, linking the Tidewater area to the Appalachian Trail. Potential exists for the development of a greenway/hiking/water trail system along the Rappahannock River to provide a connection from the Chesapeake Bay through the rapidly urbanizing Fredericksburg area to the Appalachian Trail.

- Bull Run Mountain Trail
- Developing hiking trails through Kelly's Ford and Brandy Station battlefield parks.
- Implementing a county-wide bike/trail system.

FUNDING STRATEGIES

Transportation Enhancement Grant Program

The Virginia Department of Transportation administers the Transportation Enhancement Grant Program that is authorized and funded by the Transportation Efficiency Act (TEA-21). The Transportation Enhancement Program provides matching grants to fund activities or improvements that increase the value or worth of a transportation project or make it more aesthetically pleasing. To be eligible, these projects must relate to the intermodal transportation system in function, proximity or impact.

This program provides a grants up to 80% of the total project cost. The local government or other sponsoring organization must provide the other 20% either in cash or in-kind contributions. The grants are awarded annually on a competitive basis, in which all projects submitted in a given year compete against each other for a limited pool of funds.

Virginia Department of Transportation

VDOT will consider financially participating in construction of a bicycle facility when certain conditions are satisfied. The most important of these conditions are that:

- 1. The proposed facility is designed to meet current VDOT guidelines and will not impair the safety of either bicyclists, motorists or pedestrians;
- 2. The proposed facility is a significant link identified in a comprehensive bicycle plan that has been adopted by the local jurisdiction.

Commonwealth of Virginia/Department of Conservation and Recreation

Virginia Recreational Trails Fund Program

The Virginia trails fund program is a grant program established for the purpose of providing and maintaining recreational trails and trails-related facilities. It is funded through the Transportation Efficientcy Act for the 21st Century (TEA-21), which establishes a program for allocating funds to the States for recreational trails and trail-related projects. The U.S Department of transportation, Federal Highway Administration (FHWA) administers the program in consultation with the Department of the Interior. The state agency responsible for administering the program in Virginia is the Department of Conservation and Recreation (DCR).

Examples of permitted projects:

a. Urban trail linkages near homes and workplaces.

- b. Restoration of recreational trails and back country terrain damaged by usage.
- c. Provision of features that facilitate the access and use of trails by persons with disabilities.

Virginia Outdoors Fund Grant Program

The Department of Conservation and Recreation administers a grant-in-aid program for the acquisition and development of public outdoor recreation areas and facilities. Grants are for public bodies only. Towns', cities, counties, regional park authorities, and state agencies may apply for 50% matching fund assistance from the Virginia outdoors Fund (VOF). These funds are provided through state general fund appropriations, when available, and from federal apportionment from the Land and Water Conservation Fund (L&WCF) that are available for the acquisition and/or development of outdoor recreation areas. The program is a reimbursement program, meaning that the sponsoring agency should be capable of financing the project while requesting periodic reimbursement.

Partial examples for project eligibility:

- a. Ball fields
- b. Swimming areas/facilities
- c. Boating facilities
- d. Playgrounds
- e. Outdoor court areas
- f. Trails
- g. Comfort stations

FIRE AND RESCUE

Introduction

Fire protection and emergency medical services are indispensable services which are important to every County resident. This element of the Public Facilities Plan is primarily concerned with the planning of fire/rescue stations in order to provide effective and efficient fire protection and emergency medical response. Previous planning efforts related to fire/rescue services were completed in 1999 with the adoption of a Comprehensive Plan for Fire and Rescue Services in Culpeper County. Most of the elements of the 1999 Comprehensive Plan, Fire and Rescue segment remain valid today, and many of its recommendations have been implemented. Two stations have been completed to provide a 10-minute response time to all area residents from the time the unit is "in service" to the arrival at the scene. New stations were completed in 1994 (Jeffersonton/Rixeyville area, Little Fork Fire & Rescue, and in 1997 the Reva area (Reva Fire and Rescue). The plan also recommended the need to expand rescue services in the Town of Culpeper area to support the Culpeper Rescue Squad. This section of the Public Facilities Plan integrates planning for fire and rescue services with the comprehensive planning of all public facilities throughout the County. The Public Facilities Plan will be, in part, the basis for the Capital Improvements Plan adopted each year by the County Board of Supervisors.

Fire and Rescue Services are provided to the residents of Culpeper County through a system comprised of both volunteer and career personnel. There are eight volunteer organizations providing services to the County. They include the Culpeper County Volunteer Fire Department, the Brandy Station Volunteer Fire Department, the Richardsville Volunteer Fire

and Rescue Company, the Salem Volunteer Fire and Rescue Company, the Little Fork Volunteer Fire and Rescue Company, the Rapidan Volunteer Fire and Rescue Company, the Culpeper Volunteer Rescue Squad and the Reva Volunteer Fire and Rescue Company. Amissville in Rappahannock County and Remington, in Fauquier County, also provide coverage in Culpeper. There are approximately 240 volunteer members spread among these agencies, of which approximately 70 are active operational volunteers. Each of these agencies has its own officers to oversee the operations of each respective organization. The volunteers are the primary providers of fire and rescue coverage. The majority of the members work regular full-time jobs resulting in limited availability of volunteers for weekday coverage.

Existing Facilities

Currently, there are 8 Fire and Rescue Companies operating throughout the County. The response area for each station varies in size due to location within the County. The specific stations are listed in the table below. It should be noted that Amissville (Rappahannock County) and Remington (Fauquier County) also handle first due areas in Culpeper County.

TABLE 11 Existing Facilities

| Facility | Туре |
|----------------------------|---------------|
| Culpeper ~ Company 1 | Fire |
| Brandy Station ~ Company 2 | Fire |
| Richardsville ~ Company 6 | Fire & Rescue |
| Salem ~ Company 8 | Fire & Rescue |
| Little Fork ~ Company 9 | Fire & Rescue |
| Rapidan ~ Company 10 | Fire & Rescue |
| Culpeper ~ Company 11 | Rescue |
| Reva ~ Company 16 | Fire & Rescue |
| Amissville | Fire & Rescue |
| Remington | Fire & Rescue |

Culpeper County maintains mutual aid agreements with the Counties of Fauquier, Madison, Orange and Rappahannock. The Department of Fire, Rescue and Emergency Services also seeks to reduce demand for fire and rescue services through a proactive fire prevention and safety program. The program includes numerous public education activities as well as a fire safety inspection program. Inspections are provided for the public school system as well as for commercial and industrial businesses.

TABLE 12 Number of Dispatched Calls by Company – 1998 ~ 2003

| Facility | Type | 1998 | %Change | 2003 |
|----------------------------|---------------|-------|---------|-------|
| Culpeper ~ Company 1 | Fire | 792 | -7% | 740 |
| Brandy Station ~ Company 2 | Fire | 1,579 | -70% | 478 |
| Richardsville ~ Company 6 | Fire & Rescue | 279 | 12% | 312 |
| Salem ~ Company 8 | Fire & Rescue | 992 | 25% | 1,242 |
| Little Fork ~ Company 9 | Fire & Rescue | 103 | 399% | 514 |
| Rapidan ~ Company 10 | Fire & Rescue | 173 | 287% | 669 |
| Culpeper ~ Company 11 | Rescue | 2,071 | 30% | 2,691 |
| Reva ~ Company 16 | Fire & Rescue | 883 | 44% | 1,268 |
| Amissville | | 347 | -52% | 165 |
| Remington | | 118 | 77% | 209 |
| | | 7,337 | 13% | 8,288 |

As shown in Table 13, the total number of emergency response calls in 1998 was 3,703. The 7,337 total responses reflects more than one company responding to each call. Similarly, the total number of emergency response calls in 2003 was 5,293, an increase of 43%.

Table 13
Fire and Rescue Call Projections

| | 1998 | 2003 | 2010 | 2020 |
|-------------------------|--------|--------|--------|--------|
| Total Responses | 7,337 | 8,288 | 11,549 | 15,064 |
| Population | 32,600 | 38,555 | 50,213 | 62,766 |
| Calls Per 1,000 Persons | 225 | 215 | 230 | 240 |
| Actual Total Calls | 3,703 | 5,293 | 7,532 | 9,415 |

The total number of emergency response calls is expected to increase by 42.3% by the year 2010 and by nearly an additional 25% by the year 2020. This is based primarily on the current increase in population continuing throughout the period. This increase may require additional stations and manpower in order to maintain or improve the current level of service. The Board of Supervisors has approved the hiring of nine career personnel to staff the Culpeper Rescue Squad during the daytime hours, Monday - Friday. Additional career personnel will almost certainly be needed. Census data and population projections tend to indicate a future need for 18 additional professional staff members for all-hour duties.

The primary indicator of level of service in regard to fire protection is response time. Currently, no empirical data exists for Culpeper County in terms of average response time. The current level of service is measured by distance from the various stations whether the station is fire or rescue only or a joint use location through 2020.

Location Criteria

The following criteria should be utilized in determining appropriate sites for additional stations in order to provide a consistent level of service across the County.

- Locate stations at points with fast, easy access to a major arterial. Possible sites should be located near two major arterials that offer both east-west and north-south travel.
- Locate new fire/rescue stations near village centers where possible based upon key site planning considerations such as access, safety and response time.
- Reduce response areas to a 3-mile radius for facilities within the areas of highest population density.
- Response areas in less populated areas should be a 5-mile radius.

Design Criteria

The following design criteria should be considered when developing a new site for emergency response stations.

- Co-locate fire and rescue facilities for maximum efficiency. Consider co-locating with other public facilities as well.
- Acquire sites of at least four acres in size to provide for co-location of public facilities and future expansion.
- Consider including a community meeting room for 50-100 persons in the design of new fire/rescue facilities unless there is a similar public facility available for the surrounding community.

Summary:

- The Comprehensive Plan for Fire and Rescue Services adopted in 1999 has proven to be accurate in terms of its projections, and many of its recommendations have been implemented. This Plan should continue to be utilized and updated as needed.
- If 1,000 calls per year are utilized as a benchmark indicator of full capacity, then Culpeper, Reva, and Salem Fire and Rescue and Salem Rescue are at or well beyond capacity.
- The number of service calls is expected to increase 77.9 % by 2020.

The following considerations are general in nature. The general location of proposed emergency response stations based on population, service area needs and land availability are shown on the accompanying map.

General

- Develop separate response time standards for village centers and rural portions of the County.
- Reduce land costs for new facilities through advance acquisition.
- Develop minimum levels of service; particularly response time standards.
- Construct new stations to provide coverage for those areas currently outside the preferred five-mile service radius and to meet newly created response time standards.
- Until such time as response time data can be developed, a 3-mile service radius should be considered as the planning standard within village centers.

Short Term 2004 - 2010

- Update Comprehensive Plan for Fire and Rescue Services in Culpeper County.
- Begin to plan for, and acquire land for the proposed Batna/Raccoon Ford Station.
- Begin to phase in career personnel.

Long Term 2010 - 2020

- Reduce coverage areas to a 3-mile radius in village centers.
- Add new fire and rescue facilities as needed to accommodate smaller area coverages and to keep the number of calls at each facility within a reasonable capacity.

New County Government Offices

Culpeper County is currently facing a shortage of space for all of the necessary governmental functions. A space needs study is underway to plan for future administrative office and court needs. As evidenced earlier in this chapter, school space needs are critical and will most likely be the first priority.

Regional Jail

Another major capital cost facing the County will be the need for a new jail facility. With rising population, problems such as increased crime and the need for more jail space are inevitable.













